



MINISTRY OF HEALTH

GARDEN CITIES AND SATELLITE TOWNS

REPORT OF DEPARTMENTAL COMMITTEE

Crown Copyright Reserved

LONDON

PRINTED AND PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE

To be purchased directly from H.M. STATIONERY OFFICE at the following addresses:

Adastral House, Kingsway, London, W.C.2; 120 George Street, Edinburgh 2;

York Street, Manchester 1; 1 St. Andrew's Crescent, Cardiff;

80 Chichester Street, Belfast;

or through any Bookseller

1935

Price 6d. Net

CONTENTS

	PAGE
Report	4
Note A (Schemes under Town and Country Planning Act, 1932)	16
Note B (Movement of Industry)	17
Note C (Duties of Minister of Health under Town and Country Planning Act, 1932).	18
Note D (Provisions as to Garden Cities in Town and Country Planning Act, 1932).	19
Note E (Ownership of Fee Simple)	20
Reservation	23
Dissenting Note I	23
Dissenting Note II	24
Summary of Conclusions and Recommendations	25
Appendices:	
I.—List of Witnesses	28
II.—Particulars in regard to	
Letchworth	28
Welwyn	29
Wythenshawe	30

The estimated gross cost of the preparation of this Report of the Committee (including the expenses of the Committee) is £483 16s. 11d., of which £19 15s 0d. represents the gross cost of the printing and publishing of the Report.

REPORT

DEPARTMENTAL COMMITTEE ON GARDEN CITIES AND SATELLITE TOWNS

Members.

The LORD MARLEY, D.S.C., D.L., J.P. (*Chairman*).

R. BELL, Esq., C.B.E., M.A.

J. C. BURLEIGH, Esq.

Sir THEODORE CHAMBERS, K.B.E., J.P.

Sir ERNEST BAIN, K.B.E., LL.D.

Alderman ROSE DAVIES, M.B.E., J.P.

J. CHUTE EDE, Esq., D.L., J.P.

T. PEIRSON FRANK, Esq., M.Inst.C.E., F.S.I.

Sir CHARLES GOTT, M. Inst.C.E., F.G.S., F.S.I., F.A.I.

Alderman W. T. JACKSON, J.P.

J. NORVAL, Esq., J.P., F.R.P.S.

Sir RAYMOND UNWIN, P.P.R.I.B.A.

Sir WILLIAM WHYTE, O.B.E., J.P.

Mr. E. S. HILL (*Secretary*)*

TERMS OF REFERENCE.

To examine the experience already gained in regard to the establishment of garden cities and villages and satellite towns and to make recommendations as to (a) the steps, if any, which should be taken by the Government or local authorities to extend the provision of such garden cities, villages and satellite towns; (b) in particular how the location of industries in them can be stimulated; (c) the questions of finance and local government connected with their establishment; and (d) what further measures, if any, can and should be taken for securing that in the extension of existing towns, industrial, residential and other development are properly correlated.

* Mr. H. A. de Montmorency, was appointed Secretary to the Committee, but was promoted after the inquiry started, and Mr. E. S. Hill was appointed in his place.

DEPARTMENTAL COMMITTEE ON GARDEN CITIES AND SATELLITE TOWNS

To

The Right Hon. Sir E. HILTON YOUNG,
G.B.E., D.S.O., D.S.C., M.P., Minister of Health,
and

The Right Hon. Sir GODFREY F. COLLINS,
K.B.E., C.M.G., M.P., Secretary of State for Scotland.

GENTLEMEN,

1. We were appointed by your predecessors, Mr. Arthur Greenwood, M.P., and Mr. W. Adamson, on the 31st July, 1931, with the following terms of reference :—

“ To examine the experience already gained in regard to the establishment of garden cities and villages and satellite towns and to make recommendations as to (a) the steps, if any, which should be taken by the Government or local authorities to extend the provision of such garden cities and villages and satellite towns, (b) in particular how the location of industries in them can be stimulated, (c) the questions of finance and local government connected with their establishment and (d) what further measures, if any, can and should be taken for securing that in the extension of existing towns industrial, residential, and other development are properly correlated.”

2. The proceedings of the Committee were, for reasons of economy, held in abeyance on the formation of the National Government and accordingly we did not meet until the 15th June, 1932. Since then we have met on 20 occasions, and have examined three witnesses giving evidence on their own behalf and witnesses representing 16 bodies, of whom particulars are given in Appendix I.

3. The Committee visited Letchworth Garden City, Welwyn Garden City and the Wythenshawe Estate of the Manchester Corporation, and have carefully studied the experience there gained. Particulars regarding these Garden Cities and the Wythenshawe Estate are given in Appendix II.

4. The first three sections of our terms of reference lay particular stress upon “ Garden Cities ” “ Garden Villages ” and “ Satellite Towns ” and would appear to invite our consideration of them as a detached and isolated problem. We deem it essential at the outset of our report to state that our investigations have led us to view “ Garden Cities ” and other developments of a similar kind rather as elements in the wider sphere of regional and national planning

than as constituting a problem apart, and we have formed the impression from the evidence given before the Committee that it is in this light that the witnesses have regarded the problems before us.

If we view in correct perspective the ordered planning of the whole country, which may be taken to be the fundamental purpose of Town and Regional Planning, then the Garden City, the Satellite Town, and the Garden Village fall into place as incidental items in the general plan.

It is therefore mainly in relation to the proper and orderly correlation of industrial, residential and other development specifically referred to in connection with the expansion of towns in the fourth section of our terms of reference that we propose to consider the problem involved in our terms of reference taken as a whole.

5. The "Garden City" movement originated with Howard's advocacy of the principle of building new self-contained towns surrounded by an agricultural or rural protective belt, such towns to be designed and planned as a whole and to provide for industry and residence with all other sections of a community, and adequate cultural and recreational facilities. These new towns might be built in any position which offered the necessary facilities, such as advantageous rail and road connections, and where an adequate supply of water and efficient drainage arrangements were, or could be readily made, available. Such were deemed to be the essential physical circumstances. Two other conditions of a sociological or economic character were considered by Howard to be desirable. The whole area selected for the site of the new town, including the agricultural belt, should be in the single ownership of the authority undertaking the development; and the profits derived from the ownership of the land after providing a certain maximum return upon the capital involved should be used for the benefit of the inhabitants.

The term "Satellite Town" was adopted at a later date to describe a development on "Garden City" lines in the vicinity of an existing population centre, with which it would in many ways have social, cultural and commercial contact, and in the existing services of which it might participate, as distinguished from a Garden City at a considerable distance from any existing centre of population, dependent in most respects upon its own resources and being mainly self-sufficient.

The term "Garden Village" has been used in a somewhat loose sense as indicating a development of moderate dimensions. It might be described as a village laid out on "Garden City" lines. The terms "Garden City", "Satellite Town" or "Garden Village" convey no clearly defined technical meaning. In fact, during the last two decades there has arisen considerable confusion between the terms, and their use has been often indiscriminate

and misleading. It is indeed questionable whether at this date there is any great value in the maintenance of the expressions in any definitive sense.

The broad principles of what may be called the "Garden City" type of development have been generally accepted by Town Planners throughout the world, and it would possibly be doing the best service to planning as a whole if the expressions were no longer used as having peculiar significance in regard to individual localities. When all development generally ought to follow these lines it appears unnecessary to label particular places with a special descriptive suffix which may carry with it both misunderstanding and prejudice.

6. It is in relation to the broader and more far reaching aspects of Town and Regional Planning that we advocate the fullest adoption of that type of development usually associated with the idea of a "Garden City". It is on these lines that the vast amount of new development now taking place should be directed. Not only in the vicinity of the Metropolis and in the Home Counties, but also to some extent throughout the country development is continuing to be casual and haphazard. Large areas of the countryside are being disfigured unnecessarily, while the resultant agglomerations are usually unco-ordinated; that is to say one type of development comes into being without relation to another. By means of planning schemes under the Town and Country Planning Act, 1932, and the Town and Country Planning (Scotland) Act, 1932, badly located development can be prevented to a small extent, but the full value of planning powers can only be obtained if, in those areas in which development is permitted, steps are taken to see that there is proper co-ordination between the various forms of development—residential, commercial and industrial—not only on the plan but in actual fact.*

We have seen during the last decade the anomaly of the development of large dormitory housing estates without provision for local employment, and, during the same period, the development of industrial areas without provision for the housing of the work-people in their vicinity. Slum clearance schemes are being undertaken with insufficient consideration of broad re-planning principles; suburban development is extending without the provision of adequate open spaces and playing fields, while "ribbon" development—that is to say the building of continuous rows of houses on each side of the main roads—is continuing without regard to its effect upon their traffic carrying capacity or the cost to Local Authorities of providing the necessary public services. It may, further, be noted that the "ribbon" development that has taken place has not only increased the dangers of the roads but has already led to the introduction of drastic speed restrictions upon

* See Note A.

the very roads that were built to carry traffic rapidly in and out of our towns. It would be difficult to exaggerate the many evils and dangers which this haphazard and unco-ordinated land development brings in its train.

The growth of towns has hitherto taken place on the one hand by more or less continuous, and generally haphazard, expansion around the circumference much like the flowing of flood waters over surrounding land, and on the other by the casual development of building on detached areas of land scattered over the surrounding region. At a later stage the gaps between the patches of suburban or scattered building are filled in from time to time by fresh development which may have no relation to that which has preceded it. Serious injury to the amenities and values of residential areas hemmed in later by undesirable industrial or business development has been a common result of the lack of a general plan.

The general sporadic extension of building is not only costly as regards services but has also the effect of destroying the amenities of the surrounding country, the area deteriorated being often far greater than the area actually built upon.

With the closing up of development which follows this haphazard intrusion into the country, open spaces which should have been jealously guarded in order to provide adequate room for playing fields and parks for the ever growing urban population, are lost for ever. The result is that the working population, virtually imprisoned in the central districts, are unable without serious expenditure of time and money to enjoy adequate healthy recreation in their leisure hours.

The scattering of building patches, both on account of the enormous area affected compared with that actually used for sites of buildings, and of the extent to which the frontage of roads over which people pass is occupied, has given the impression that the area of land occupied by house sites is far more extensive than is actually the case, and that there is insufficient space available for the spread of the population outwards. Even on the extravagant assumption that the whole population of the County of London were to migrate into the outer area of Greater London and join the existing population already resident there, leaving the County more empty of residents than the City is to-day, the whole of these families of Greater London housed in cottages at ten to the acre would only occupy 377 of the 1,729 square miles available in Greater London outside the L.C.C. area. The occupied area would represent a belt only $6\frac{1}{2}$ miles wide added to the County area, the radius of which is about six miles, leaving a belt of unoccupied open country over $11\frac{1}{2}$ miles wide before the boundary of Greater London would be reached. The problem in fact is not one of the amount of space but of its proper utilisation.

Largely as the result of the conditions described a demand arises for higher and yet higher buildings in the centre, and the growth

of population living in, or daily using, the city, renders the roads which were designed in past times under different and far more simple conditions inadequate for the increased traffic. As a result, congestion becomes continually more serious and its economic disadvantages more deplorable.

At the same time the increase in the population raises the value of land in the centre for commercial and trading purposes thereby making its cost prohibitive for housing purposes without some form of direct or indirect subsidy. The policy which has been tested of building extensive and purely dormitory housing estates outside our large towns for those working in those towns, has provided no satisfactory solution of the problem. Housing estates of this type may be preferable to high tenements in the central areas, in that they do not tend to the same degree to create central traffic congestion, and they provide better living conditions for the families who occupy them; but they again produce serious economic and sociological problems. Waste of time and energy, together with heavy outlay, are involved in taking large numbers of workers daily to and from their work in the city; and the fares necessarily form a drain on the family incomes. That the trouble and expense can be saved by crowding the workers into high tenements in central areas, and thus enable them to afford the higher rents there, is often urged. The theory, however, supposes a general nearness to employment enjoyed by the tenement dweller, and a degree of abstinence from use of the many means of transport in the town on the part of the family, for which little evidence is forthcoming; indeed there is something to be said for the opposite contention.

7. In our opinion the time is ripe for serious consideration of the methods which should be adopted in regard to the planning of new areas and the re-planning of the present built-up areas throughout the country. We consider that the present time offers a favourable opportunity for the introduction of carefully thought out plans of development and reconstruction. The universal desire for a vigorous slum clearance policy, the suggested adoption of methods for the reconditioning of habitations which are not yet ripe for demolition, the active use of planning powers by the Local Authorities, taken in conjunction with present price levels and present rates of interest on capital, constitute factors favourable to a far wider and fuller treatment of the subject. The time has come to discontinue the haphazard methods which were perhaps unavoidable in the nineteenth century.

In place of the casual distribution of industry and population and the often belated introduction of transport facilities we advocate a more definitely planned guidance of the distribution of industry and population based on the fullest possible information. The planning of roads, control of the location of factories, shops and other commercial buildings, the provision of playing fields, parks

and open spaces, the relationship of all these things to such services as main drainage, water, gas, electricity, transport, and the like, constitute a single problem, which should be conceived and dealt with in its entirety, and not left to the chance adaptation of conflicting circumstances.

Moreover a town should be the dwelling place of a community; and the conception of a "Community" implies personal relations and a proportional presence of all sections of the Community—whether such classification be by difference of training, occupation, or otherwise. Segregation of one class in a district, whether in high tenements within the great cities or in one-class suburbs or housing estates, must tend in the nature of things to lead to undesirable social reactions.

8. Broadly speaking, we are of opinion that when a town reaches a certain size (which must vary within wide limits) contiguous growth round the fringe tends to create evils that outweigh any advantages; and we therefore advocate a definite policy of outward development taking the form of complete planned units with due provision for industry, residence, social services and recreation, at some distance from the original nucleus—a type of development for which the term "Satellite Town" is not inappropriate.

A town may become overgrown as a single unit, just as may happen to any other organism. The community links in such case become weakened or lost. The remedy may well be found in organizing growth beyond such limits by means of satellite units having some independent local life but depending on the parent town for those conveniences and amenities which only a large population can support. Such organization to be effective must be provided for and expressed in the physical form of the town. The units of development should themselves be organized on more or less self-contained lines according to their distance from the parent town.

The suggested form implies that there should be maintained between such satellites and between them and the parent town adequate open areas to separate them and to provide for all the needs of both for open spaces. Experience shows that about seven acres per thousand people is needed for recreation of all kinds. When increasing average densities are considered it is seldom realised how soon the limit is reached beyond which this supply becomes impossible. The belts of open land here proposed would provide ample area for this and other purposes.

Immediately the question is viewed in this light it is possible to consider many problems in their correct perspective: e.g. the rival merits of high buildings in the form of tenements as a temporary remedial measure at the present juncture, and the more far-sighted

policy involving the decentralisation of industry and the opportunity to provide individual cottage homes.

We do not suggest that there are no circumstances in which it might be desirable to build relatively isolated and detached new towns of the Garden City type. There may be economic justification for such new towns in connection with the development of mineral deposits as in the case of the Kent coalfield or the Northampton iron deposits, and in certain other cases, but we think that normally it is in the direction of Satellite Towns having an economic bond with existing centres of population that it will be found most desirable to proceed.

As long ago as 1920 a Committee of which Mr. Neville Chamberlain was Chairman in reporting to the Minister of Health on the principles to be followed in dealing with unhealthy areas said "many of the factories now located in London might apparently have been placed elsewhere without any disadvantage to themselves, and we are strongly of the opinion that side by side with the restrictions upon factories in London, there should be encouraged the starting of new industries and the removal of existing factories to Garden Cities which should be founded in the country where the inhabitants will live close to their work under the best possible conditions."

It was even represented to us as desirable that no business should be carried on in the central areas of a great city that can be as efficiently and economically carried on outside it.

9. We have given considerable thought to the question of the machinery which should be established to give effect to the principles we have enunciated. In the first place we are of opinion that it is essential that the problem should be dealt with as a national problem affecting the country as a whole.

We are of opinion that the first essential step is that the Government should establish at the earliest date possible a Planning Board appointed by the Minister of Health who would answer questions in Parliament and be ultimately responsible for it, under whose aegis should be brought the question of land development throughout the country. By this means alone do we see any possibility of an effective handling of the general situation on broad lines. The Board should have relative permanence and its personnel should not be liable to change with a change of Government. Its first task would be to make a complete study of the problem as affecting the country as a whole, with a view particularly to determining by what broad distribution of population and industry the resources of the country could be most fully utilised, and how the inconvenience and waste which result both nationally and locally from a haphazard distribution could be

avoided. We have been impressed by the absence of any adequate organisation empowered to acquire statistics and other information directed to the questions at issue.

There is much loose talk, for example, about the movement of industry from the North to the South.* As far as our investigations have gone, we are inclined to think that this movement has been much exaggerated, if it can be said to exist at all. Owing to the changes that are taking place in our industrial life we have witnessed during the last decade a diminution of employment in connection with certain industries, located in various parts of the country, followed by a movement of the population from such areas, to the grave disadvantage of many of our older towns. At the same time we have witnessed the development of new industries in and around the Metropolitan area, which industries have attracted population to their vicinity. This is not a movement of industry from the North to the South but rather a diminution of industry in certain parts of the North and the establishment of new industries in certain parts of the South. A further investigation of these tendencies is desirable coupled with an examination as to how far such tendencies are likely to be permanent or ephemeral. A close enquiry should be made to ascertain how far it may be possible to attract new industry to the areas where unemployment is rife owing to changed economic conditions, having regard to the fact that such areas have been already provided with adequate services such as water, gas and electrical power and have in existence schools, institutions, churches and all the accessories of modern life. Such a research reorganization, which would be part of the machinery of the Planning Board, would also investigate from a national standpoint the bearing on town development of the declining birth rate, the diminishing size of the family units, the migration of population and the tendencies to self-contained nationalism in production and consumption; and would study the effect these tendencies may have upon the kind of production which is likely to increase and the locations which will be found most desirable for such production.

Having ascertained the essential requirements of the situation the duty of the Board would accordingly be to guide development as far as might prove practicable in the required direction whether that development be by Local Authorities or by private enterprise. It would be necessary that the Board should be notified of all planning schemes submitted to the Ministry of Health for approval.

The aim of the Board would be to secure a proper distribution of development, and, where necessary, to bring about modification in the proposals for development to be carried out by Local Authorities themselves and changes in the general direction of development proposed by private enterprise through an appropriate exercise of

* See Note B.

the powers of guidance given to it and those of control which Local Authorities already possess. We think it is unnecessary and inappropriate for such a Board itself to undertake development.

In some cases it would only be necessary for the Board to induce the Local Authorities to exercise those executive functions which they already possess under statute, whether of action or control, from a broad standpoint, and with a clear realisation of the essential national, regional and local needs as seen by the Board after comprehensive and impartial study. They could do much, too, by promoting co-operation among Authorities and between land owners, and by fostering a common aim and outlook. We foresee, however, that in some directions limitations would be discovered in the effectiveness of the existing planning or executive machinery, and it would be the duty of the Board to urge the appropriate Government Departments to secure such legislative or administrative changes as might be necessary to perfect the machinery. The Board would be entitled where necessary to make representations to the Minister of Health for "default powers" to be put in operation.

10. Our investigations have convinced us that the question of compensation is one of the major stumbling blocks in the way of securing a more advantageous distribution of population and industry; and we anticipate that one of the earliest tasks of the Planning Board would be to work out, in relation to the problems before them, some more equitable method of dealing with this difficulty.

The essence of the problem is that good planning and wise distribution of building development do not diminish land values; on the contrary, so far as they are on sound lines they are likely to increase their total. Any planning, however, must clearly result in a distribution of values different from that which would have been likely to result from haphazard building development. Consequently though planning does not diminish the total sum of land values, it certainly does redistribute them. The prospect of realisation is diminished in one place and increased in another. This condition the Town and Country Planning Act seeks to meet by recognising claims for betterment as well as for compensation. Unfortunately, injury is more acutely felt and more readily located than benefit; and compensation is more eagerly claimed than betterment is acknowledged. None the less where a redistribution and not a diminution of values is concerned, some fairer method of securing that the losses in one place due to planning can be compensated out of a fund drawn from the gains equally created in some other places is obviously in the public interest; and it should not be impossible to devise a scheme whereby part of the increment value accruing to owners of land should be made available as a fund out of which compensation for injurious affection might be met. When they had evolved a suitable scheme the Board would through the appropriate Government Department seek to obtain

legislative sanction for it. Some widening of the present objects of planning as defined in the statute would also appear to be necessary, to enable a national, or even a regional, outlook to be applied in practice to questions of distribution; and it would be for the Board to recommend such changes as appeared to be requisite in the light of their study of the concrete problems.

11. It is obvious that the magnitude of the task demands that the Board should be composed of persons of the highest capacity, commanding the respect and confidence both of Local Authorities and of private undertakers and selected with regard to no other consideration than their suitability for the work allotted to them. The Board would be altogether different in character from an Advisory Committee advising on general principles arising out of materials placed before them. The Planning Board would, to a large extent, be collecting its own materials; and, moreover, would be engaged in activities of a very varied character in order to secure the translation of its policy into practice. All the members must, therefore, necessarily be in a position to devote a substantial proportion of their time to the work; and the Chairman and one or two members should probably be required to give their whole time to the work of the Board.

The Board must be small, in our opinion, if it is to be effective, and we suggest that it should be composed of a Chairman and not more than four members. We recommend that there should be power to pay salaries to members of the Board, since we doubt whether it would ordinarily be practicable to form it wholly of members willing to give sufficient of their time to the work and suitable for the purpose. We do not, however, regard it as essential that all the members of the Board should be paid if suitable persons are willing to give their services.

The Board must necessarily be in the closest possible relationship to the various Government Departments concerned, particularly the Housing and Town Planning Department of the Ministry of Health and also the Board of Trade and the Ministries of Agriculture, Labour and Transport.

The essence of what is required is an organisation to think, investigate and correlate, and able to exercise driving power. The problem falls within the sphere of no one Government Department; and for that reason alone new machinery is necessary to focus the interest and action of the various Departments in relation to it. Moreover there are obvious disadvantages of placing in the same hands (which in view of their close concern with the matter would have to be the Ministry of Health) the function of exercising the necessary driving power and at the same time the function of control on which private and public interests depend for protection. It is inherent in our suggestions that the Board should endeavour to secure the definite location of future development

where deemed advantageous and its consequent exclusion from other areas. It is inevitable that private interests might thus be seriously affected. It appears to us that it would be an invidious task for the Ministry of Health, who are charged with the duty of adjudicating on objections made by owners to planning schemes, to be engaged in promoting or encouraging schemes of this character. An independent Board would for this reason be in a much stronger position than the Ministry of Health* to formulate proposals and apply the driving power, at least so long as the Ministry continue to exercise their present powers of control.

Complete and energetic application of the Town and Country Planning Act may do much to prevent haphazard development, and, by zoning on broad lines, to check the senseless scattering of building, but the realisation of development in units, complete enough to be socially healthy and economically efficient needs a more positive and active agency than the mere making of a plan on paper.

12. The Committee are of opinion that the financial and administrative difficulties involved in an undertaking of the nature of a Garden City renders it improbable that the future will see many independent developments of the character of Letchworth and Welwyn Garden Cities, admirable as have been the physical and social results. Letchworth and Welwyn have provided an object lesson in garden city development for the whole world, and the principles involved in their creation provide a practical guide which in many ways is being followed everywhere. It would be impossible to express in too strong terms the debt which is owed to the pioneers who have been responsible for these two towns. All that enthusiasm could supply was supplied by the keen individuals who embarked on these undertakings; but credit terms were necessary which were unavailable to private persons, and far more force was required to make things happen by bringing development rapidly to the growing towns that can ever be in their hands.

Having regard to the fact that we view the problem mainly in its relationship to existing centres of population where congestion already exists and where by slum clearance and replanning an opportunity may be afforded for decentralisation and outward development, we have come to the conclusion that it is the function of the Local Authorities of the greater towns and cities to undertake such development.

We see no serious difficulty in the setting up of an adequate and efficient development organization under the aegis of the Councils of our great towns including London.

Section 35 of the Town and Country Planning Act, 1932,† which repeats provisions that have been on the Statute Book for more

* See Note C.

† See Note D.

than a decade, contains all the necessary essentials to action. This section empowers a Local Authority (including a County Council) to acquire land either by agreement or compulsorily and to develop it as a Garden City. What we propose is to instil life into these provisions in order that they may be used.

We are convinced that if the fee simple* of the projected area of development is held by or on behalf of a Local Authority there will be found to be no insuperable difficulties in administration, or in contacts with other Local Authorities responsible for local government administration in the case where the land is outside the boundaries of the promoting Authority. While the view has been strongly expressed to us that the Local Authority acquiring the fee simple should become the administrative Authority over the area we do not consider that such a change is necessarily involved. Each case would no doubt require to be considered on its merits when all the circumstances affecting a possible change of local government administration would be brought under review.

It would, of course, be part of the duty of the Planning Board to encourage, where necessary, the promotion of proposals under Section 35 of the Town and Country Planning Act, 1932, and to advise in detail on the formulation of the proposals. They would also be in a position to advise the Minister of Health in regard to any proposals under this Section submitted for his approval.

13. In section (b) of our terms of reference we are asked to consider in particular how the location of industries in satellite towns can be stimulated. In the main this location would follow naturally from the definitely planned guidance of the distribution of industry and population which we envisage. In the future, as in the past, we anticipate the development of industrial activities and the establishment of many new industries. These would be directed to satellites in common with other new development as part of the general plan for securing sound and orderly location.

Substantial facilities can moreover be offered by those who may be establishing satellites. The reservation of suitable land for industrial areas where ample space is available for good lay-outs, and where ground can be reserved for reasonable expansion at low cost; the proper location of these areas in relation to all the available means of transport; their equipment with the necessary services and with suitable housing accommodation nearby; and in suitable cases the provision of factory buildings on the unit basis in which enterprise starting on a modest scale can rent the needed floor space and power; these together offer advantages and opportunities for industry which have considerable attractive force, as experience in such places as Trafford Park, Slough, and indeed in the Garden Cities of Letchworth and Welwyn proves.

* See Note E.

14. It will be noted that, as regards Scotland, we have only received representations from the Scottish National Development Council. We enquired of the Association of County Councils and the Convention of Royal Burghs as to whether they desired to submit any evidence. The former body did not consider it necessary to do so and the latter body have made no request to do so. Probably the question is not of so great importance to Scotland in view of the fact that it contains so few large towns and cities, and the problems of distribution of the population and the like, are, with the possible exception of the city of Glasgow, neither so serious nor urgent. We have already made the general observation that when a town reaches a certain size it appears to us to be desirable that, rather than that further extension should take place around its circumference, the creation of a satellite town should be aimed at. We have not expressed any view on the size to which a town might be restricted: that is probably a factor that should vary with the circumstances, but there are, no doubt, several towns in Scotland to which this general principle might apply.

The question of national planning, and the need for enquiry as to how the distressed areas can be assisted are equally important and insistent in Scotland.

Subject to these observations, our report and our recommendations apply generally to Scotland in the same way as they apply to England and Wales. We recommend, however, that a separate Planning Board should be set up for Scotland.

15. We desire to express our appreciation of the services rendered to us by our Secretary, Mr. E. S. Hill, whose work has assisted us both in connection with the Inquiry and in the preparation of our Report.

NOTE A.

The limitations of Schemes under the Town and Country Planning Act in relation to the control of the nature and location of development.

We have considered how far the evils of the development which has taken place in the past can be prevented in the future by the exercise of powers under the Town and Country Planning Act, 1932. We see no reason to doubt that by these powers, and particularly by the rapidly increasing use of the instrument of regional planning, mixed development of an undesirable character can be prevented. For example, the intrusion into residential areas of factories likely to injure amenity would not be permissible under an adequate planning scheme, nor would the building of houses on land unsuitable for the purpose be allowed. Although, however, the allocation of land under the scheme as between residential, commercial and industrial purposes may in this respect be sound

and well-conceived, the housing development which the scheme permits is likely to give rise to the same difficulties as have occurred in the past, unless step by step with this growth industries are established in those parts of the area of the scheme which are allocated for the purpose. There is nothing in the mere making of a planning scheme which affords any guarantee that factories will in fact be built on the land allocated for this purpose; or, conversely that, if factories are built, houses will be built on the land allocated for residential purposes. A planning scheme, in other words, secures that if development does take place, it shall take place only in certain ways; it does not secure that in any particular part of the area of the scheme it will in fact take place.

There is the further consideration that a planning scheme is, under the limitations of the statute, necessarily local and not national in its outlook. Its objects, so far as material to the present issue, are to secure proper sanitary conditions, amenity and convenience, and it appears to us, therefore, that under a planning scheme a ban could not be placed on development if the only reason against its taking place where proposed was that from the national standpoint its proper location was elsewhere. The development of land within the area of a scheme for industrial purposes could be prohibited if it was unsuitable for the purpose or damaging to the amenity of the locality. It appears to us to be open to doubt whether prohibition on the ground for example, that in the national interest the factories proposed should be erected in a depressed area could be said to be based on considerations of sanitary conditions, amenity or convenience.

NOTE B.

Movement of Industry.

In the "Survey of Industrial Development for 1933", issued by the Board of Trade, it is stated (page 7) that of the new factories, 65 represent transfers from other areas. "Only six of these transfers are inter-regional, the remainder being transfers from one area to another in the same Region. Of the six inter-regional transfers, three are to Greater London from the N.W., N.E., and S. and S.W. Regions, two are transfers from Greater London to the Eastern Counties and the sixth from the N.E. Region to the S. and S.W. Region. Only three of these factories, therefore, can be said to have moved from the North to the South of England and in two of the three cases the factories were engaged in the production of aircraft and the transfer was dictated by technical reasons. This is the only evidence that has been discovered of 'the drift of industry to the South' in the sense that new factories in the South are the results of transfers from the North."

Reference may also be made to the statement on page 171 of "Industries of Greater London" by Mr. D. H. Smith—(P.S. King & Son, 1933):—

"Of the twenty-seven provincial firms which have established factories in this region, fourteen are from the Midlands or the north of England, and thirteen from other counties or from other parts of the London area. Most of the firms which are recorded as coming from the Midlands or the north of England have set up 'assembly' factories, or branch service stations in Greater London, and there is little evidence to support the view (so far as this region is concerned) that there is a southward trend of manufacturing industries from the Midlands or the industrial north. The weight of evidence gathered during the period of research supports the assumption that the manufacturing firms of this region are not encroaching on the industrial activities of other parts of the country so far as the types of industries are concerned."*

NOTE C.

Duties of the Minister of Health under the Town and Country Planning Act, 1932.

The Minister of Health† has the following duties (among others) under the Town and Country Planning Act, 1932 :—

(1) Under Section 6 the Minister has the duty of approving resolutions to prepare schemes, and he is under a statutory obligation to consider any suggestions made for the inclusion or exclusion of land in or from the area of a proposed scheme.

(2) Under Section 8 the Minister has the duty of approving schemes, and is under a similar obligation to consider any objections made to a scheme.

(3) Under Section 4 the Minister has the duty of deciding (after a local inquiry if there is opposition) an application of one or more Local Authorities or County Councils whether an order (compulsory) should be made providing for the constitution of a Joint Committee to discharge any of the functions which any of the constituent members might exercise.

(4) Under Section 5 the Minister has the duty of deciding whether an additional Authority should be added to an existing Joint Committee.

(5) Under Section 36 of the Act—

(i) the Minister may, if he is satisfied, after holding a local Inquiry, that a scheme ought to be prepared, order the Authority to prepare a scheme, and if the Authority fail to prepare a scheme to his satisfaction within the time specified in the order, may himself act in the place and at the expense of the Authority, or in the case of the council of a rural district or an urban district with a

* Acknowledgments are due to Messrs. P. S. King & Son, Ltd., for permission to quote this paragraph.

† The Secretary of State for Scotland has similar duties under the Town and Country Planning (Scotland) Act, 1932.

population of less than 20,000 may, after consultation with the County Council, empower them to act;

(ii) similarly, the Minister may, if he is satisfied after holding a local Inquiry that any Authority have failed to adopt a scheme proposed by owners, in a case where a scheme ought to be adopted, order the Authority to adopt the scheme proposed or may adopt the scheme himself;

(iii) if the Minister is satisfied after holding a local Inquiry that the Responsible Authority have failed to enforce effectively the observance of a scheme which has come into operation or any provision of such a scheme, or to execute any works or do any things which, under the scheme or the Act, the Authority are required to execute or do, the Minister may order them to do all things necessary to remedy their default and for carrying into execution the scheme, or, if he thinks fit, he may himself act in the place and at the expense of the Authority, or in the case of a council of a rural district or urban district with a population of less than 20,000 may, after consultation with the County Council, empower them to act;

(6) Under Section 10 (5) of the Act, the Minister has the duty of deciding appeals in respect of applications under the Town and Country Planning (General Interim Development) Order, 1933, for permission to develop land.

NOTE D.

Provisions in the Town and Country Planning Act, 1932, and the Town and Country Planning (Scotland) Act, 1932, as to Garden Cities.

Section 35 of the Town and Country Planning Act, 1932 (Section 34 of the Town and Country Planning (Scotland) Act, 1932) reproduced with some modifications provisions which were contained in Section 16 of the Town Planning Act, 1925, (Section 15 of the Town Planning (Scotland) Act, 1925), and Section 10 of the Housing (Additional Powers) Act, 1919.

The Section provides that where the Minister of Health is satisfied that any Local Authority (including a County Council) or two or more Authorities or County Councils jointly, or any authorised association,* are prepared to purchase land and develop it as a garden city (including a garden suburb or garden village) or as an extension of an existing garden city, and have funds available for the purpose, he may with the consent of the Treasury and after consultation with other Government Departments concerned,

* "Authorised association" includes any society, company or body approved by the Minister, whose objects include the promotion, formation or management of garden cities and the erection, improvement or management of buildings for the working classes and others, and which does not trade for profit, or whose constitution forbids the issue of any share or loan capital with interest or dividend exceeding the rates for the time being fixed by the Treasury.

acquire the land on behalf of the Authority or Association either by agreement or compulsorily, in any case in which it appears to him necessary or expedient to do so for the purpose of securing the development of the land as a garden city or an extension of a garden city.

A Local Authority may for the same purpose acquire land either by agreement or compulsorily in the same way as they can acquire land which is required by a responsible authority for the purposes of a planning scheme, that is to say, by compulsory purchase order confirmed by the Minister of Health. The acquisition of land compulsorily under the Section is accordingly subject to the limitations contained in Part II of the Third Schedule to the Town and Country Planning Act, and land cannot be purchased compulsorily if it belongs to any Local Authority within the meaning of the Local Loans Act, 1875, or to any Statutory Undertakers, unless the land is required for the widening of an existing highway and the authority or undertakers consent, or the Minister, after consultation with any Government Department concerned, decides that consent has been unreasonably withheld. It appears to us that this limitation might create difficulties and we consider that the powers of compulsory acquisition should be widened in this respect.

Any land so acquired, whether by agreement or compulsorily, is required to be developed in accordance with proposals approved by the Minister.

The Public Works Loan Commissioners are empowered to advance money by way of loan to any authorised association for the purpose of developing the garden city in accordance with approved proposals.

Money was advanced by the Public Works Loan Commissioners to the Welwyn Garden City Company under the repealed enactments corresponding to Section 35, but has since been repaid. We understand that no land has yet been acquired under the Section or the corresponding provisions of repealed enactments either by the Minister on behalf of a Local Authority or authorised association or by a Local Authority directly. An application was made by the Manchester Corporation for the acquisition of land to consolidate the Wythenshawe Estate, but was refused on grounds of economy.

It appears to us to be highly desirable that to facilitate the operation of this section the most favourable terms on which money is for the time being lent by the State to any undertaking should be available to Local Authorities or authorised associations carrying out schemes under the Section.

NOTE E.

Ownership of fee simple by the Authority undertaking satellite development.

The importance of the ownership of the fee simple cannot be exaggerated. It has been borne out by the experience of Letch-

worth and Welwyn, and has been recognised generally by the witnesses who have appeared before us.

The ownership of the fee simple of the whole area enables the most complete and favourable utilisation to be made of every part of the area, and enables development to be controlled in the best interests of the area as a whole. Difficult elements of compensation are thus avoided, which are bound to be involved if limitations are placed, whether by a planning scheme or otherwise, upon the user of individual sites in private ownership, which, while they may be desirable and indeed necessary in the interests of the whole area, may at the same time be contrary to the interests of the individual. Thus, for example, where land is acquired by the Authority at agricultural value, the reservation of land on a large scale for open spaces and recreational purposes is practicable, since it merely results in the transfer of values from one part of the whole to the other, while in a town of the same size developing with individual ownerships, an equal reservation could be secured only at a cost which places it beyond practical realisation.

Ownership of the fee simple over the whole area becomes of even more importance where the development undertaken is part of a regional plan, as in the case of the Greater London region. In essence, the control of future development, in our view, requires two things (a) the restriction on further development at least in certain parts of the inner areas; and (b) the concentration of development in selected parts of the outer area by means of restrictions on development elsewhere than in those parts. We make the assumption that, at any rate so long as the present political system continues, these restrictions could not in all cases be imposed without the payment of compensation by the responsible authority. If, for instance, development of a central site is prohibited for industrial purposes in order to secure better distribution of industry over the region, it may happen that the value of the particular site is wholly or partially destroyed, and in that case we contemplate that compensation would be payable. If, however, the Authority own the fee simple in the areas where the new industrial development is to be permitted, then they would be recouped for the cost of compensation in respect of the site in the central area by the sale value of the equivalent site in the satellite. In a similar way, they would be recouped by the sale of sites in the satellite for any compensation they might be called on to pay for restrictions on development imposed in the outer areas, with the object of securing the necessary concentration of development.

Where land has a value for a special purpose compensation would, if the land is in private ownership, often have to be paid if its use for that purpose is prohibited. In practice this would in many cases make it impossible to do other than allow its use for that purpose, although it might be contrary to the best planning of the area, e.g., the erection of a factory in an area which ought to be restricted to residential use. It may happen too that land

which is required for a special purpose, such as the erection of factories, may not, if it is in private ownership, be in the market for that purpose with the result that factories have to be erected on less suitable land. Such difficulties are avoided if the whole of the land is held by the Authority. A demand for sites for particular purposes can at once be met.

A further difficulty which arises in practice if land is held in individual ownerships, and would be obviated if the whole of the area in question were held by the Authority, is that there may be no immediate demand for land for the purpose for which it ought to be allocated in the interests of sound planning. There may, for example, be no immediate demand for factories on land which has special advantages for industrial development and which ought to be reserved for that purpose. In such a case it would in general be unfair to the owner to debar him from disposing of the land for residential purposes, unless compensation is paid. Local Authorities cannot easily face claims for compensation in such a matter and as a result the land is used for a purpose for which it is not best suited. If the whole of the land were owned by the Authority, there would be no difficulty in holding land which is specially suited for a particular purpose, until it is required for that purpose.

A further important benefit which would flow from the ownership by the Authority of the fee simple is that increases in value due to development which they carry out would accrue to them. If they owned part only of the land, the remainder being developed by private persons, the increase in values due to works carried out by the Authority would accrue, so far as the privately owned land is concerned, not to them but to the owners. It is accordingly important that the Authority should acquire at the outset the whole of the area over which their operations will ultimately extend, and not acquire it progressively as their operations are carried out.

We are, Gentlemen,

Your obedient Servants,

MARLEY (*Chairman*).

J. C. BURLING.

THEODORE CHAMBERS.*

F. ROSE DAVIES.

J. CHUTE EDE.

T. PEIRSON FRANK.

CHARLES GOTT.

W. T. JACKSON.

JAMES NOEVAL.

RAYMOND UNWIN.*

W. E. WHYTE.

E. S. HILL (*Secretary*).

22nd December, 1934.

* Signatures subject to the following Reservation.

RESERVATION.

While in complete agreement with the proposals in this Report, we desire to make the following additional recommendation. That in any legislation giving effect to these proposals power should be given to the Local Authorities to delegate the duties to a suitably constituted board or commission.

THEODORE CHAMBERS.

RAYMOND UNWIN.

DISSENTING NOTE I.

There will be general agreement with the criticisms passed in the report on the haphazard development which has afflicted many parts of the country. Admittedly grave mistakes have been made and every member of the Committee felt the need for guiding future development along sound lines. The strength of this feeling, coupled with a keen desire to improve housing conditions, has prompted the recommendations made in the Report, but I regret that I cannot support these proposals.

The errors and abuses of the past are mainly due to bad planning and would be corrected by good planning. The existing Planning Acts should be applied vigorously, and such additional powers should be given to the Ministry of Health or to Local Authorities as experience shows to be needed for the efficient performance of their work. Provided that a town is well planned, there are no valid reasons for suggesting, as the Report does, that its expansion should be restricted. The notion that future growth should take the form of independent satellite towns is not based on convincing evidence, and the actual trend of events contradicts any theoretical argument in favour of the idea. Towns extend their limits gradually as a rule and "ribbon development" plays a great part in their expansion. Certainly "ribbon development" should be controlled but that is an easy matter in comparison with the substitution of a system of founding satellite towns for the natural tendency of places to expand at various points round their original boundaries. In reality the formation of each "satellite" would raise a new set of problems in regard to public services and transport facilities.

Apart altogether from the question of the type of development which is to be followed, the recommendation to constitute a Planning Board is open to serious objections. The duties of the Board would conflict with the functions of the Ministry of Health and of the Local Authorities and its existence might weaken the sense of responsibility both of the Department and of the local bodies. The Report assumes that a central board could do a great deal to influence the distribution of population and industry, but

population generally flows to places where new works are established and their location is settled by such factors as the presence of raw materials, the nature of the water supply, the vicinity of markets and the existence of good transport facilities. The collection of statistics and information in regard to population and industry is in every way desirable, but this work could easily be performed by the Board of Trade in conjunction with other Government Departments, and with the help of organisations such as Chambers of Commerce, Industrial Development Committees and the Railway Companies.

To sum up, it should be possible to make great progress by means of the existing machinery. If necessary the sections of the Ministry of Health concerned in the application of the Planning Acts should be reorganised and strengthened, but a case has not been made out for establishing a separate Board. Everything possible should be done to encourage the Local Authorities to be enterprising, and the best hope for the future lies in the hearty co-operation of the Ministry with these local bodies.

R. BALL.

DISSENTING NOTE II.

While I agree with the views expressed in the Report as to the general desirability of satellite towns, I feel bound to record my view that their establishment is at the present time impracticable for financial and industrial reasons. I should consider that it would be inexpedient to impose further restrictions in regard to the areas in which new industrial undertakings may be established.

Further, I am strongly opposed to the appointment of the Planning Board proposed in the Report. The Ministry of Health, in my opinion, have sufficient power and authority to secure through the Local Authorities such control of development as may be necessary. If, however, the Ministry have not the necessary authority, the right solution, in my view, is to be found in strengthening the powers of the Department and not in establishing a new body.

A. ERNEST BAIN.

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS.

1. That Garden Cities and other developments of a similar kind must be viewed not in isolation but rather as elements in the wider sphere of regional and national planning.

(Paragraph 4, page 4.)

2. In relation to the broader aspects of Town and Regional Planning, we advocate the fullest adoption of the type of development usually associated with the idea of a Garden City.

3. That the full value of planning powers can only be obtained if there is proper co-ordination between the various forms of development, residential, commercial and industrial, not only on the plan but in actual physical execution.

4. That the dangers and evils, economic and social, which follow from haphazard, scattered and ribbon development can hardly be exaggerated.

5. That the finding of the necessary area of land for open development outside the town presents no serious difficulty even in the case of large towns. The evils spring from the much vaster areas spoiled and wasted by haphazard and scattered building.

6. That the present tendency to demand for general adoption higher buildings and greater density of occupancy in central areas is based upon existing concentrations and the absence of planning in the past, accentuated by the disordered and badly planned suburban development which has taken place in recent years. We do not believe that such arguments for higher buildings and increased density can be accepted as valid as applied to a planned method of development of the centre and the periphery.

(Paragraph 6, pages 6-8.)

7. That the time is ripe, and is favourable, for the serious consideration of more fundamental methods in regard to the planning of new areas and the replanning of the built up areas, including areas cleared of slums.

8. That in place of the casual distribution of industry and population, there should be definite guidance and their distribution and location should be planned and co-ordinated in the public interest.

9. That a town should not be regarded as a mere agglomeration of population, but as the location of a community which implies the inclusion of all sections and interests.

(Paragraph 7, pages 8 and 9.)

10. That when a town reaches a certain size, which may vary within wide limits, continuous growth round the fringe may create evils that outweigh any advantages; that at this stage in its growth

any further outward development should take the form of complete planned units, each having due provision for industry, residence, social services and recreation.

11. That these units or satellites should be in definite connection with the parent town though separated from it and from each other by adequate areas of open land to serve the needs of both.

(Paragraph 8, page 9.)

12. That it is essential that the problem of future urban development, which includes the distribution and location of industry and residence, should be recognised and dealt with as a national and not merely a local problem.

(Paragraph 9, page 10.)

13. We recommend that the Government should establish a Planning Board, appointed by the Minister of Health, who would answer questions in Parliament, and be ultimately responsible for it, and that under its aegis should be brought land development and redevelopment throughout the country. The Board would operate in close association with the Housing and Town Planning department of the Ministry of Health and the supervisory and quasi judicial functions of the Minister should be unaltered.

(Paragraphs 9 and 11, pages 10, 13 and 14.)

14. That this Board should make a careful survey and study of the whole problem, and should be charged to guide development as far as practicable on the lines determined upon.

15. That the Board should not itself undertake development, but seek to secure proper distribution and co-ordination of development to be promoted by Local Authorities themselves or in accordance with their plans.

16. That the Board should encourage and assist Local Authorities to exercise the executive powers they possess and be entitled to make representations to the Minister of Health for his " default " powers to be put into operation where this should prove necessary.

(Paragraph 9, pages 10-12.)

17. That in view of the obstacle to securing better location and distribution of development presented by the prospect of compensation, the Board should study this question, and try to devise a fair method by which the gains due to planning distribution may be made available to compensate for any losses.

(Paragraph 10, pages 12 and 13.)

18. That in view of the magnitude of the task the Board should be composed of persons of the highest capacity.

That the Board should be small, say five members, and that the Chairman and one or two other members should devote their whole time to the work.

19. That the Board should be in a position to obtain all necessary information from all the Government Departments whose activities have a bearing on the problems involved.

(Paragraph 11, page 18.)

20. That it is primarily the function of the Local Authorities, who are already dealing with slum clearance and other branches of replanning and planning, to undertake the type of development here recommended.

21. That Section 35 of the Town and Country Planning Act and Section 34 of the Town and Country Planning (Scotland) Act give powers for the purpose, and that these provisions shall be fully utilised and made effective.

22. While the view has been strongly expressed to us that the Local Authority acquiring the fee simple should become the administrative Authority over the area to be developed we do not consider that such a change is necessarily involved. Each case would no doubt require to be considered on its merits when *all* the circumstances affecting a possible change of local government administration would be brought under review.

(Paragraph 12, pages 14 and 15.)

23. We recognise that under present conditions it is not feasible arbitrarily to locate industry ; we believe however that the attractions and facilities which can be offered to industry, together with the general influence which could be exerted by the Board and by the Local Authorities concerned, through their town and regional planning and other powers, would probably suffice to secure that industry would adopt the locations desired.

(Paragraph 13, page 15.)

24. That the conclusions at which we have arrived apply generally to Scotland and that a separate Planning Board be set up for Scotland.

(Paragraph 14, page 16.)

APPENDIX I.

I. *Private Individuals.*

Mr. K. Sutton Dodd.
Mr. S. A. Sadler-Forster.
Mr. Frank Pick.

II. *Local Authorities and Associations of Local Authorities.*

Hertfordshire County Council—Mr. P. E. Longmore.
Letchworth Urban District Council—Dr. Norman Macfadyen.
Welwyn Garden City Urban District Council—Councillor J. Gray,
Mr. B. H. Deamer and Captain W. E. James.
Rural District Councils' Association—Mr. Percival C. A. Slade.
Association of Municipal Corporations—Mr. F. E. Warbreck Howell.
County Councils' Association—Mr. Cemlyn Jones and Mr. F. Steadman.
London County Council—Sir Cecil Levita and Mr. Frank Hunt.
Greater London Regional Planning Committee—Alderman A. T. Pike and Mr. Hardy Syms.

III. *Other Organisations.*

First Garden City Ltd.—Sir Edgar Bonham Carter.
Welwyn Garden City Ltd.—Capt. R. L. Reiss, Mr. F. J. Osborn and Mr. J. F. Eccles.
Garden Cities and Town Planning Association—Mr. Barry Parker, Alderman A. T. Pike, Mr. Cecil Harmaworth, Sir Edgar Bonham Carter and Capt. R. L. Reiss.
Welwyn Garden City Chamber of Commerce—Major W. H. Close and Mr. D. G. Petrie.
Town Planning Institute—Mr. T. Alwyn Lloyd.
National Association of Building Societies—Mr. W. Harvey and Mr. G. E. Jackson.
National Federation of Building Trades Employers—Sir Jonah Walker-Smith.
National Federation of House Builders—Mr. R. W. Jennings, Mr. Frank Williams and Mr. Norman McKellan.

Written representations were received from The Scottish National Development Council.

APPENDIX II.

Letchworth.

Founded in 1903 by First Garden City Limited, with capital sufficient to purchase the present site of the town, as the result of the enthusiasm of Sir Ebenezer Howard.

The Estate comprises some 4,500 acres (approximately 7 square miles); its length from north to south is over 3 miles and its breadth from east to west is 2 miles. When it was purchased it was purely agricultural land and comprised three small villages with a population of only 400. The population now exceeds 15,000 and is steadily increasing. The original plan of the town contemplated an eventual population of about 32,000, on an area of about 1,500 acres with a surrounding agricultural belt. The Company, who have not as a general rule undertaken buildings themselves, have retained the freehold of the land and granted leases of 99, and in certain cases, 999 years.

The Urban District Council, which was created in 1919, has taken over the public services usually administered by Public Authorities, including drainage of the town, and has constructed modern sewage works. The

Council has built 1,276 cottages since the War with the assistance of Government subsidies, and prior to the War 1,066 cottages were built by Public Utility Societies.

The Company owns and operates the Waterworks, the Gasworks and the Electricity Supply Station, and in addition to Letchworth, supplies water to the neighbouring town of Baldock and electricity in an area of approximately 81 square miles extending to Biggleswade.

Sites are leased for shops and residential buildings generally for 99 years, but also in certain cases for 999 years. Factory sites are leased for 999 years. There are 119 factories and workshops; 168 shops and 3,987 houses and cottages. There are five public elementary schools and a public secondary school. The town has 49 public buildings, including a museum, a cinema and a private theatre, together with numerous churches and chapels.

The cost of the Estate and its development have been approximately as follows:—

	£	£
Original cost of land	160,378	
Expenditure on land and buildings since to the 30th September, 1934	116,078	
	<hr/>	276,456
Cost of development, including highways and sewers, to the 30th September, 1934 ...		213,526
Cost of water, gas and electricity services to the 30th September, 1934		530,651
		<hr/>
		£1,020,633

The Urban District Council have expended a capital of approximately £1,115,356 and the estimated expenditure of the public on building is from £3,000,000 to £4,000,000. The total cost can, therefore, be put at over £5,000,000.

The full dividend of 5 per cent. has been paid on the Company's shares since 1923 and a beginning has been made in payment of arrears of dividend, which accrued previous to that date.

The rateable value of the Urban District is over £124,000 and the rate for the half year to 31st March, 1935, is 5s. 3d. in the £.

The vital statistics for Letchworth for the year 1933 were:

Death rate: 9.8 per 1,000 as compared with general death rate for England and Wales of 12.8.

Infant Mortality Rate: 29 per 1,000 as compared with general death rate for England and Wales of 64.

The majority of the workers in the factories live in Letchworth at a distance of less than 1 mile from the works, and every house has its garden, in addition to which there are 23 acres leased to the Urban District Council for allotments.

The town is laid out on spacious lines and is well supplied with public open spaces. Many of the factories have their own sports grounds and public facilities are provided for sports and games.

Welwyn.

Welwyn Garden City Limited was registered in 1920 and development began in the same year. Like Letchworth, it owes its foundation to Sir Ebenezer Howard.

The total acreage originally obtained was about 2,400 acres, at the average price of about £50 per acre. There was no railway station on the Estate, the nearest being two miles away and almost inaccessible from the

centre. There were very few roads, and those bad; and there was no water supply, drainage or other public services.

Like Letchworth, the plan in general outline was a town area surrounded by an agricultural belt, the town area being allocated to industry, residential and commercial development according to the position and suitability of the various parts. Loans were made to the Company by the Public Works Loan Commissioners under the provisions of the Housing Act, 1921.

A temporary station on the Luton branch line was built in 1920; the main line station being completed in 1926. Originally, the passenger service was infrequent, but the Railway Company has steadily improved the service as the demand has grown and the train service is now very good and continually improving.

The plan envisages a population of 40,000 to 50,000; the population at the present time is 10,000. The total amount expended in connection with the Estate on land and development up to 31st March, 1934, was £716,100. Unlike Letchworth, where building by the Company has been small in amount and not characteristic of its policy, the policy of the directors of Welwyn has been to undertake the building of factories, houses and shops and other subsidiary enterprises if it seemed desirable for the purpose of stimulating general development. The subsidiaries now in existence are 10 dealing with electricity, factory and shop properties, housing (2), nursery gardening, newspaper publication, brick and gravel production, cartage and haulage, the Welwyn Theatre and building.

The rateable value of Welwyn is over £34,000 and the annual rates for 1934-35 amount to 11s. 6d. in the £.

The vital statistics for Welwyn for the 7 years 1927-1933 were (on the basis of a simple average of the official yearly figures):—

Birth Rate: 20.76 per thousand as compared with general birth rate for England and Wales of 15.93.

Death Rate: 5.76 per thousand as compared with general death rate for England and Wales of 12.2.

Infant Mortality Rate: 25 per thousand as compared with general death rate for England and Wales of 66.

As in the case of Letchworth, it was a principle of the Company's activities that the freehold of the Estate should remain in their ownership. The disposal of the land has been effected by the granting of leases for 99 or 999 years. Only in exceptional circumstances—as in the case of the railway land and of land required for churches—has the freehold been conveyed.

There are four elementary schools, a library and a cottage hospital. A secondary school is included in the 1934-1936 building programme of the Herts County Council. Various religious bodies have erected their own churches and there are numerous public halls and club-rooms. The Welwyn Theatre is used mainly for cinema performances, but from time to time dramatic and operatic societies give performances there. There is also a smaller theatre devoted to amateur performances. The Council constructed an open-air swimming bath in 1933. Playing fields on a large scale are provided both by the Company and by the Council.

The first important factory (that of the Shredded Wheat Company) was completed in 1926. Industrial development was at first slow, but with the advent of each new factory, the negotiations for further factories became easier. Of the 60 odd factories and workshop undertakings now located in the town, 30 have leased land and purchased or constructed their own factories or workshops, the remainder having rented factories or workshops provided by a subsidiary company.

Wythenshawe Estate.

This Estate (which formed part of the Tatton Estate) comprises 5,567 acres of land within the City which the Corporation of Manchester are developing as a satellite town to the City, partly, but not wholly, to assist in connection with the working-class housing needs of the City.

Since the Corporation first purchased part of the Tatton Estate in 1926, their policy has been to purchase, by agreement, additional lands to round off the Estate, but they have been unable to complete the purchase by agreement. Approximately 66 per cent. of the area is in the ownership of the Corporation.

The development of the Estate was hindered at the outset by difficulties in connection with the provision of the necessary services, in view of the fact that the land concerned was not within the City, and the Corporation were not able to make the arrangements with the District Council for their provision. Development was, however, begun at once on the small area of land for which services were available, and the erection of 142 houses was commenced in 1929. The area was added to the City on the 1st April, 1931.

The Corporation have already erected approximately 5,000 houses and a further 500 houses are in course of construction or in contracts let.

When the Estate was added to the City, the Corporation at once proceeded with the provision of main drainage facilities. A separate sewage disposal works was not required because it was found possible to connect the drainage of the Estate with the City's system. The Estate also benefits by the other productive and non-productive services which can be offered by the City, such as electricity, gas, water, public libraries, parks, hospitals, education, cleansing, police and fire protection, etc.

The Estate is being planned to accommodate an ultimate population of 100,000 persons.

It is proposed to reserve 3,030 acres, i.e., 54 per cent. of the area, for residential purposes to permit of the erection of some 28,000 houses.

Approximately 550 acres (10 per cent. of the area) are set aside for non-residential buildings, and sites have been allocated for shops, business and residential purposes and public buildings, with a proposed civic centre near the centre of the estate. At the six shopping centres 70 shops have been erected and a contract has recently been let for the erection of two further blocks of shops at one of the centres. Leases of land in the eastern industrial area have been taken by several firms and some of the works are now in operation. The trades established or to be established include the manufacture of electrical fittings, knitted goods, embroidery, sweets, spices and pepper, and also a bakery and a milk depot. Two sites have been leased for the erection of licensed premises and the buildings are now in course of erection; negotiations are taking place for the leasing of a third site.

It is proposed to secure the reservation of a belt between the City and the Estate of open space about half a mile in width.